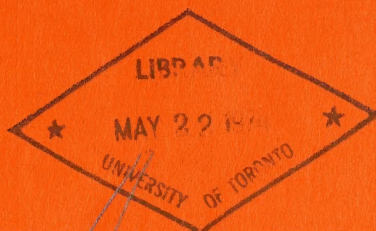




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Annual report
for the fiscal year
ended March 31, 1973




Ministry of State

Ministère d'État

For

Urban Affairs
Canada

Affaires urbaines
Canada



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The second year: highlights

The Ministry of State for Urban Affairs was created to respond to Canada's accelerating urbanization and to the resulting problems. Its role can best be described as policy planning which embraces three elements—policy development, research and coordination. In its second year the Ministry took important steps to define complex and interrelated urban issues and to set up mechanisms to tackle them.

The Tri-Level Conference, held October 21-22, 1972 in Toronto, marked the first national meeting of the three levels of government to focus on consultation and coordination of activities to respond to the urban challenge. Thus the Ministry was instrumental in bringing about the beginning of continued consultation and cooperation between the federal, provincial and municipal governments to deal with urban issues.

Ministry activities took on international as well as national dimensions: the Ministry was named as coordinating federal agency for Canadian participation in the United Nations Conference/Exposition on Human Settlements, to be held at Vancouver in 1976.

Policy planning centred on long-range urban objectives, with interim policy advice developed on urban transportations, urban land and various federal initiatives with urban impact.

Urban research initiated major studies grouped under ten priority study themes, to serve as the basis for policy recommendations made by the Ministry.

Coordination, both interdepartmental and inter-governmental, paved the way for increased Ministry participation in urban policy-making at the federal, provincial and regional-metropolitan levels.

Staffing progressed to near-forecast during the year and the Ministry, through the Department of Public Works, acquired historic LaSalle Academy for its headquarters, to be renovated for use in 1975.

1 Policy development and advice

The Ministry's policy making mandate calls for it to formulate and develop policies by which the federal government can influence the urbanization process and to coordinate the integration of urban policies with other policies and programs at the federal level.

This function is discharged chiefly by Policy and Research Wing: Policy Branch focusses on long-term policy development while Planning and Evaluation Division offers quick assessment and advice on the urban impact of federal programs and policies; Urban Research Branch supplies the data base for, and participates in the formulation of, policy advice.

Major activities of Policy Branch were the preparation of federal positions for the 1972 Tri-Level Conference agenda and the development of policy suggestions on:

- (a) Urban objectives: a set of national goals and broad criteria, against which to measure federal policies and programs with an urban impact;
- (b) Urban futures: projections of the effects of present trends in our cities to the year 2000 and alternative policy choices;
- (c) Urban transportation: conducted in conjunction with the Ministry of Transport and the Department of the Environment, a review of the federal role in urban transport policy; as well as, participation in new federal policies on railway relocation;
- (d) Urban land: assisted in preparation of the federal position for the Federal-Provincial Conference on Housing, held in Ottawa, January 22-23, 1973 relating provincial and municipal housing policies to the federal government's urban policy field;
- (e) Sewage treatment: participation in the reformulation of the CMHC Sewage Treatment Assistance Program.

On a continuing basis, position papers were prepared

by Planning and Evaluation Division on the CMHC Sewage Treatment Assistance Program, federal policy on urban transportation, the management of federal land-holdings, the Toronto Waterfront Park and future development of Granville Island in Vancouver; as well as, the Division provided advice on urban implications of airport expansion, of the proposed Nanaimo, B.C. harbour development, and on plans for the Toronto II airport.

A study was started during the fiscal year to provide an overview of the federal role in urban affairs outlining the program-activity structure of federal departments and agencies, the nature and urban implications of federal programs and their analysis in terms of selected urban objectives and priorities.

The Division also provided program and administrative support for Canadian participation in the United Nations Conference/Exposition on Human Settlements, to be hosted by Canada in Vancouver in 1976. Originating from a Canadian proposal at the U.N. Conference on the Environment at Stockholm in June 1972, the 1976 meeting is the first international conference to focus on human settlements. The deliberations of the Conference will be based on a world-wide program of studies, discussion, and public education on human settlements issues facing both developed and developing countries due to accelerating population growth and urbanization. An integral part of the Vancouver meeting will be an exposition supporting the Conference agenda. This will include presentations of demonstration projects illustrating solutions that have been found for many of these problems in various parts of the world.

2 Urban research

The gathering and analysis of urban data, as a basis for policy recommendations and the development of urban information systems are carried out by the other two major components of Policy and Research Wing; Urban Research Branch, and Information and Data Systems Branch.

In the second fiscal year, research activities were grouped under ten major study themes, corresponding to current urban issues and policy requirements. Research was carried out or initiated in 1972-73 on societal decision making as it relates to urban pollution on the development of a model to predict the consequences of urban policies and programs, on the dynamics of population concentration in the larger Canadian cities, and on inner-city conditions and possible federal policies to improve them.

The ten themes and some typical issues are:

- (1) Land and housing markets: spiralling costs, their causes and their effects on the standard of living of Canadians, the quality of life in the city;
- (2) Urban growth: the trend towards increased concentration in several main centres, the factors influencing these population movements and alternative solutions;
- (3) Program impact predictors: the measure of the urban impact of government policies and programs, a method of forecasting and of assessing consequences;
- (4) Man/technology/environment: the impact of technology, e.g. transportation, communication, energy use, etc., on the urban environment; and its management to reach desired urban objectives.
- (5) Inner city: change, decay and renewal of the inner city area of metropolitan centres;
- (6) Urban environmental quality: the interaction between the city and the natural environment; the development of indicators of urban quality,

as a basis for policy judgements;

- (7) Values and systems: urban goals and criteria as Canadian urban dwellers see them; what they really want;
- (8) Urban government systems: structures and processes needed to meet urban challenges;
- (9) Urban public economy: the municipal fiscal squeeze, revenues and responsibilities of local government; trends, alternative solutions;
- (10) Urban information: focus and network of information, for and about urban Canada.

Research carried out by Ministry staff during the fiscal period consisted of 31 separate projects, of which eight were completed.

Related research was also contracted to institutes, universities and consulting firms whose expertise is established; who can concentrate on extended research projects; and who benefit from closer contact with local or regional conditions which affect a given research project. Ministry staff designed and coordinated the projects, as an integral part of the ten theme programs.

In 1972-73, some 40 external research projects were completed and 45 were underway. The largest contract awarded went to the University of Toronto for the first phase of a four year study of alternative ways to finance the expansion of urban services and facilities.

Design and programming was begun by Information and Data Systems Branch for the development of urban data banks and computerized information systems to aid government and private decision making on urban matters. Electronic and audio-visual techniques were used for the presentation of research in connection with program impact predictors; and computer services were provided for a wide range of research and management needs.

3 Interdepartmental and intergovernmental coordination

Parallel and complementary to the policy development and research functions of the Ministry, the mandate calls for a multi-dimensional role of policy coordination. At the federal level, the Ministry performs a coordination function, relating to federal programs which have an urban impact. Just as important is the coordination of urban policies and programs administered by the federal government with those of provincial and regional/metropolitan levels of government.

Coordination Wing is, in effect, the 'liaison agent' for the Ministry, among federal departments and between government levels, on urban matters.

Intergovernmental coordination activity focussed on two major developments: the first national Tri-Level Conference on urban affairs, and the setting up of provincial, regional/local work groups of federal, provincial and municipal officials to deal with specific issues.

The 1972 Tri-Level Conference instituted a formal mechanism for consultation and coordination among governments on urban goals and policies. For the first time, the municipalities were also able to participate in the discussions, providing first-hand knowledges of needs and circumstances in a representative cross-section of cities and towns across Canada.

Following Toronto, provincial and metropolitan tri-level committees and action groups were created in Ontario and elsewhere.

- (a) in February, 1973, a tri-level committee was established for the Halifax-Dartmouth area, to review plans for regional development and to further regional cooperation, to advance a major redevelopment of the Halifax waterfront and, generally, to address pressing urban problems ranging from core development and transportation to housing and land use control;

- (b) negotiations progressed rapidly for the early organization of a tri-level action committee in Quebec City, and the Ministry participated in the work of the Hanigan committee evaluating the structures of the Montreal Urban Community;
- (c) in Ontario, the first tri-level committee at the provincial level was developed, while special tri-level groups were formed to deal with regional or local issues such as the new waterfront park and Metro Centre in Toronto, and railway relocation at Sault Ste. Marie.
- (d) railway relocation, new modes of public transit and land assembly were studied by the first tri-level group, functioning since June 1972 in Winnipeg, and the Ministry participated in follow-up action on a Regina transportation study;
- (e) the Vancouver Tri-level committee first met in March, 1973, bringing together three federal ministers, two provincial ministers and members of the Greater Vancouver Regional District to review plans for the proposed expansion of the Vancouver international airport, and to discuss a wide range of urban issues related to growth on the Lower Mainland as well as GVRD's "Livable Regional Program."

4 Communications

In a dual role, Communications Branch interprets federal urban policy to special audiences as well as the general public and informs the Ministry on emerging urban issues and public attitudes, on a regional as well as a national basis.

The Branch maintains a central information resource of urban literature and information material. In 1972-73, the Branch launched the publications program of the Ministry, reporting on research and policy studies completed.

5 Administration

Personnel, financial administration and support services for the Ministry are provided by Administration Branch.

As at March 31, 1973, the Ministry employed 186 public servants, plus 37 consultants and advisors under contract.

The purchase of LaSalle Academy, with buildings dating back to the late 30's, was authorized by Treasury Board on January 25, 1973. Restoration and renovation for use as offices will bring the total cost of the new Ministry headquarters to \$4,230,000. Occupancy is scheduled for 1975.

